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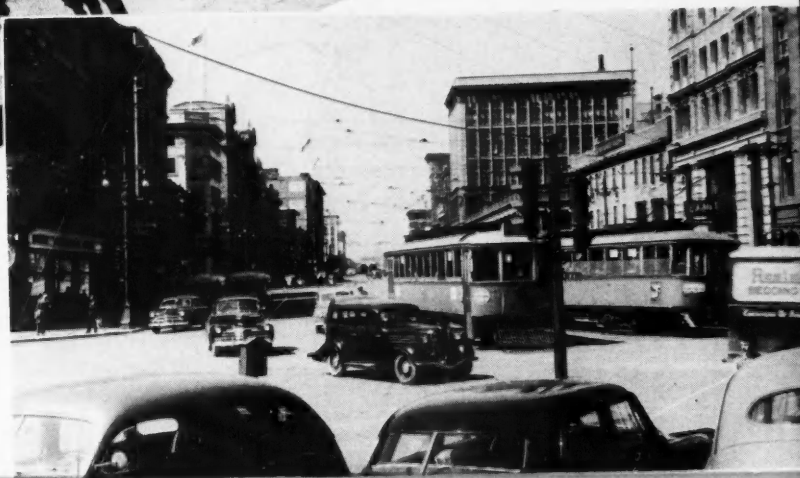
Welfare



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YEARS IN WINNIPEG'S
SOCIAL HISTORY

CANADIAN

Welfare

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Vested or Invested Interests

WORKERS in a social agency, whether they are staff members or volunteers, make an investment in the work of the agency, an investment of money, time, and energy, and, perhaps more important, of emotion or feeling. We speak of persons "giving themselves to the job", and certainly in social work effective action in any agency depends upon just that quality of giving.

But when a person makes an investment in the work of a particular agency, he is only willing to do so if he receives returns. The type of returns he expects vary, but they include the satisfaction derived from being part of a group, social status, mental stimulation and the pleasure and pride of doing well a job which is worth doing. Since the returns provide an inner feeling of satisfaction to the participants, their investment in the agency grows, and the organization with which they are identified is apt to be jealously guarded. The success of the agency becomes of vital importance to the people who have organized it.

The interest invested in the agency is likely, by the very nature of things, to become a vested interest. The individual who invests his interest wants to continue and increase the work from which he gains his satisfaction. The people for whom the agency exists and the needs of the community as a whole may fall into the background. The loyalty of the individual may place his agency in competition with others; his need for satisfaction may bring resentment to change,—change within the agency in response to changing standards and community needs, change in the division of responsibility between public and private agencies. He concentrates upon the work of his own agency, which has become essential to him, and fails to see the whole community of which his organization is only a part. Hence there develops a situation in which the board of an institution is unwilling to give up the impressive building which is the symbol of their vested interests in order to provide the type of care their children need; or the staff of one agency competes with another for foster homes, failing to perceive that the children cared for by the other agency have equal or greater need for homes; or the private board resents the willingness of the public department to assume responsibility for a service which it has formerly provided; or a recreational agency, following the "bigger and better" slogan, enters new fields inappropriate to its function. The vested interests of board and staff in the present organization tend to restrain progress, to create hostility and competition, and to focus the attention of particular groups of people upon segments of the massive picture of community need.

Each agency deals with one or a few aspects of the social needs of a community; yet in its approach to its work, it can recognize the total picture and give its service in a way which will strengthen and not distort the whole. The case worker considers the whole person and helps only with part of the problem; the group worker takes into account both the individual and the group; the boards and staffs of agencies must also learn that they are part of a whole, and labour in that knowledge. Willingness to change the course in terms of changing needs, changing knowledge, and changing community attitudes, demands a broad vision extending beyond the activities of any one group. Where the need is so great, competition and inter-agency jealousy is out of place.

Interest invested in community planning brings greater returns than vested interests, to the individual, to the agency, and to the community which socially minded persons seek to serve.

Economic Security for Older Canadians

By WILLIAM M. ANDERSON, C.B.E., F.S.A.

I SHOULD like to refer to some of the causes of economic disequilibrium within the family and to comment on what we now do about them and suggest some possible courses of action.

The family's economic position may be dislocated in either one of two ways: By causes which lift its expenditures or by causes which lower its income. In the former category are such major examples as the presence of dependent children within the family, large health service costs in the case of illness, and unusual housing costs. Some of the major causes of lowered family income are unemployment, loss of income through sickness or accident, premature death, old age.

Old Age Income

The last hazard which I mentioned is that of loss of income to the family through inability to continue working in the economic sense in old age. This is perhaps the most important problem of all

This is a portion of Mr. Anderson's outstanding address on "Family Security" given September 23, 1949, during the three-day Conference on Social Welfare held in Toronto sponsored by the Community Welfare Council of Ontario. The whole address will be available shortly in pamphlet form through the Canadian Welfare Council.

in the field of family security. Long ago, when our families were largely self-sufficient, they existed with more or less continuity through generation after generation. At any one time a family would normally consist of individuals of many different ages: children too young yet to work, adult working members of the family and elders who, because of their age, had passed beyond the period when they could contribute significantly to the family's productive effort. Because of the distribution of mortality rates in those days, it was unusual for these elders to form a very large proportion of the family group and accordingly it was not



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a great hardship for the working members of the family to take care of the needs of all, and there was no acute widespread problem of old age in the economic sense.

Today the situation has changed enormously. The modern family is formed at marriage and its children frequently leave it when they reach maturity and marry to form new families of their own. The parents go on into old age and eventually reach the point where there is very little ability or opportunity to produce income through economic work. Accordingly, the extremely important problem of saving for old age presents itself within the family. Those families which realize their responsibilities take this problem very seriously and do their utmost to solve it satisfactorily. For a satisfactory solution to the problem, there must be very substantial savings from the family's income during its economically productive period, and this is a very difficult program to maintain over long periods of time under modern economic conditions. Independent of this great difficulty of saving, the success of an old age savings program within the individual family may be adversely affected by a number of other factors:

1. Lower interest rates than contemplated may impair the income derived from savings.
2. Taxation on these interest earnings may exercise a similar effect.
3. Increasing price levels may impair the purchasing power of savings.
4. Unpredictable investment losses may occur.

5. Family emergencies or economic pressures may cause the diversion of savings for other purposes.

It seems to me that even if we assume that all families are thrifty and carry out their responsibilities in this connection as well as they can, we will still be faced with the situation that many persons in old age will be in a difficult economic position. In Canada we have given recognition to this fact through our present old age pensions system, but I think nearly everyone in the community would agree that the present system has serious defects. As you all know, it is a system of flat pensions above age seventy, subject to a means test, and through most of the range within which it operates grading down dollar for dollar against the income of the individual from other sources. My chief criticisms of the present system are as follows:

1. Its recipients are categorized as a low income class and set apart from others in the community of comparable age.
2. Within the group in which it operates, there are extensive means tests.
3. Because of the regressive benefits as compared with other income, there is almost a complete dulling of incentive for anyone who has not the ability or opportunity to provide income from other sources significantly beyond the pension range.
4. Within the class of recipients there is almost no incentive to continue to do any work. While this may not be a very important point beyond age seventy, it would be of great importance if the qualifying age

were lowered. It seems to me that any pension scheme operated by the community at large should in no way dampen the incentive to work, for if it does it contravenes the objective of full production by the community as a whole.

Flat versus Graded Benefits

We have had many proposals in Canada to improve our system of old age pensions and there is a varied assortment of ideas on the subject. To assist in clarifying our thinking, I would like to refer to two important differences in principle. The first has to do with the question of whether the benefits should be flat as between recipients, or should be on a graded scale (i.e. higher for those persons in families who have been further up in the economic array). In this connection it seems to me to be obvious that if one person who has been in a better economic position than another is to be entitled to a higher pension, his contribution towards its cost should exceed the contribution of the other by the amount necessary to provide the difference in benefit. If he does not contribute this much more, we have the obviously unfair position that he will be drawing from the community at large more than his less fortunate fellow. On the other hand, if his additional contribution goes beyond the cost of his added benefit he may well ask why he should not have the right to direct this additional contribution into other channels of his own choosing and to his better advantage.

Even where differences in contribution and differences in benefit

are equated in value (and this is an exceedingly difficult equation to maintain long term), it may still be said that to require this money to go through the particular channel of an old age pensions scheme interferes materially with the individual family's freedom of choice, and may in many instances operate significantly to its disadvantage. This is my primary reason for favouring a flat benefit as against a graded benefit pension scheme—one which treats all individuals alike in old age and does not relate to the previous economic position of their families.

Deferred Equity Financing

The other difference in principle relates to the method of finance of an old age pension scheme which operates across the community at large. One method frequently suggested is the so-called deferred equity system. By this process contributions commence when the scheme goes into operation, and the benefits are related to the contributions which are made. Accordingly, during the early years of operation of the plan those persons reaching benefit age have only had short contribution periods and their pensions are very small. It may be as long as seventy years before the then current aged population as a whole would be in receipt of full benefits. Accordingly, all those persons beyond productive age at the scheme's inception must be dealt with by other methods. In addition, those retiring during the first forty to fifty years of the scheme may require

supplementary assistance in many instances.

Another difficulty of the deferred equity system is that for a great many years contributions will exceed benefit payments, and accordingly an extremely large fund will be built up. Eventually, when the system is stabilized, benefit payments will substantially exceed current contributions, the difference being met by the interest earnings on this very large fund. This situation creates two grave dangers. The first one is that a fund of the magnitude contemplated cannot in fact operate to earn interest unless it is invested in productive capital goods. Since the fund is in the hands of the state, this would force very heavy state investment in the productive facilities of the nation. In other words, even although the community might be adverse to large scale state ownership, from other points of view it might be forced into it to make its old age pension scheme work. I do not believe that we have the right to tie posterity in this way.

The other danger is a political one. The concentration of a huge pension fund in the state's hands is a concentration of power and almost openly invites abuse of that power. Large scale funds of this kind which were built up in Central European and Latin American countries have materially affected their political situations. In some instances the funds have been used for armaments, leading the nations to war, while in others they have been misappropriated by dictators

with consequent loss to the contributors.

Social Budgeting

The other approach to old age pension finance is sometimes called the social budgeting method. It is based upon the premise that in the physical sense of old age pensions on a national scale represent nothing more than the transfer of means of payment from the current working population to the current retired population; in other words, an extension to the community at large of the old-time principle operated within the family itself. This method is a true pay-as-you-go basis of old age pensions, and recognizes that the immediate, most pressing problem at any time consists of the current old age population. It is a method which may be financed either through taxation or through contributions, or partly through each of these sources. Since individual equity does not exist, it is a method which on a national scale must almost necessarily involve flat pensions which are paid universally to everyone beyond an eligible age, without classification and without a means test. Furthermore, it is a method which possesses flexibility under conditions of significant economic change, and one which in no way interferes with continued work by its beneficiaries in cases where they prefer to go on working. (I need hardly add the collateral point that either deferred equities or graded benefits and more particularly the two in combination, involve an enormous administrative problem which is almost complete-

ly absent in the case of flat benefits under social budgeting.)

It will be recognized that this social budgeting method of flat and universal old age pensions is the primary proposal which was made by the Dominion Government to the 1945 Dominion-Provincial Conference. In that proposal it was suggested that we should have a universal old age pension of \$30 per month commencing at age seventy, and that study should be given to the question of lowering this age limit in cooperation with the Provinces. It was also indicated that the cost might be substantially met by a social security contribution involving a straight percentage of all personal income in the community.

I believe that this type of approach is the one which we should follow in the old age pension field—a flat universal pension, payable to everyone beyond a prescribed age—with the problem of additional income in old age being left as one to be solved by the family through voluntary action in accordance with its responsibilities.

The Conference proposal suggested that in order to remove some of the redundancy of the flat universal pension in the case of persons who had other means and in order to reduce the over-all cost of the scheme, the pensions should be regarded as taxable income, which would mean that in some instances significant parts of the flat universal pension would be recovered through taxation. I think that the intent in this connection

was sound, but I do not think this aspect of the proposal went far enough. What I would suggest is that the flat pension be granted to the individual in lieu of his present personal income tax exemptions, which as you know are now \$1500 per year for persons age sixty-five or over. This would mean that there would be progressive recovery through the tax structure of a very material part of the cost of the scheme, but there would be a net advantage as compared to the value of the present exemption for practically all persons in the old age category.

Universal Allowances

This last suggestion brings me to one further thought which I wish to leave with you. Some years ago two of my fellow actuaries in Britain were examining the effect of the Beveridge proposals in conjunction with the British income tax structure. They found that for the vast majority of taxpayers the tax value of the personal exemptions was almost identical in level with the long term flat benefits, such as old age pensions, which Lord Beveridge (then Sir William) had proposed in his scheme. They said in essence that if the Beveridge proposals were adopted, nearly every adult in the country would at all times be receiving, either through social security payments or through the value of tax exemptions, a benefit at least as great as the old age pension benefit. Accordingly, they suggested that it would be ever so much more simple

and administratively much more efficient to pay a universal flat allowance to all adults in the community, and at the same time to abolish the personal exemptions in the income tax structure. They pointed out, of course, that there would be an extremely small minority of persons who, though able to work, might refuse to do so because of such a benefit, and they suggested that in such instances the allowance should be denied; (in other words, a penalty to the individual for failure to practise contributive justice.) As a further suggestion, they drew attention to the point that such an arrangement, involving taxation of all incomes, would make for much more simple and satisfactory tax procedure, and would permit greater flexibility in taxation measures

since taxes on the consumption of goods and services could be levied without the difficulty of undue pressure on low income families, due to the counteracting effect of the universal allowance.

In a review by one of the English publications of the paper in which these proposals were made, the opinion was expressed that the authors were perhaps a generation ahead of their time. My own hope is that this prediction was a true one, and that it may not be more than about ten years from now before our whole problem of social security is exceedingly simplified by the introduction of universal flat allowances in respect of all adults in the community; in other words, an extension of our present family allowance system to the whole of our population.

NATIONAL CONFERENCE ON REHABILITATION OF THE HANDICAPPED

The Hon. Humphrey Mitchell, Minister of Labour, announces that plans have now been completed for a national conference to discuss problems associated with rehabilitation of the handicapped and, if possible, to decide upon suitable measures to meet them.

Appropriate Provincial authorities and representatives of certain national organizations which are actively interested in rehabilitation of handicapped persons will meet with Federal authorities in Ottawa shortly after the close of the present session of Parliament.

As *WELFARE* goes to press, we are advised by Deputy Minister of Labour Arthur MacNamara that replies to the Minister's invitation indicate a widespread interest, and response from the Provinces give assurance that all of them will send representatives.

Presenting a C.W.C. Division and its Chairman

CHILD WELFARE DIVISION—Mrs. G. D. Kirkpatrick

IN the course of her chairman's report at this year's annual meeting of the Canadian Welfare Council's Child Welfare Division, Mrs. George D. Kirkpatrick commented: "I had intended to remind you in my amateur way and layman's language of what the objects of the division are. . . ."

This self-description was carrying modesty somewhat farther than the facts warrant. There is considerable difference between the gracious lady who is the competent child welfare chairman and the inexperienced, sometimes flustered, but undoubtedly professional young Beatrice Scadding who was one of Toronto's early civic welfare workers. Nevertheless, they are one and the same person.

Mrs. Kirkpatrick was an early graduate of the Toronto School of Social Science. In 1923, after a year's postgraduate study at the London School of Economics, she was invited to join the staff of the Welfare Branch of the Toronto Public Health Department, predecessor of the welfare department.

At that time, social work and civic government were beginning to discover each other. One of her functions was to serve as a liaison officer between the somewhat sceptical city treasurer and the various service agencies making applications for funds. Another was to



MRS. G. D. KIRKPATRICK

represent the city in court hearings at which neglected or abandoned children were made wards of the Toronto Children's Aid Society. Thus her earliest experience combined the administrative and human level problems of social service.

A rising young Toronto barrister, George Kirkpatrick, "took her away from it all", which meant chiefly that the new Mrs. Kirkpatrick "retired" into a social service career which was soon to become more a full-time job than ever. The first of these appointments was to the board of the Protestant Children's Homes, an institution where some 75 orphaned children were lodged and cared for. About the time of Mrs. Kirkpatrick's arrival, the modern conception of child care—in selected, supervised foster homes rather than in institutions—became the Homes' policy. By 1930 all the children in

the institution had been satisfactorily placed, and the staff moved into administrative offices.

Mrs. Kirkpatrick's arrival on the social service scene has frequently coincided with innovations and modernization. Her associates insist, however, that this is no coincidence, but a matter of cause and effect. At times she has not even realized that she was pioneering. As in the case of the woman who wanted to commit suicide. . .

"It was at the time when I was still working for the Toronto Public Health Department", Mrs. Kirkpatrick relates. "One day—it happened to be my birthday—I was riding to work on a street car and, I suppose, not thinking very hard about other people's problems, when I saw one of my clients in the car and sat beside her.

"She was a woman beset by financial and family difficulties. Her children had been boarded out, because she was unable to care for them. There on the street car she showed me a bottle of tablets and told me, quite positively, that she was about to commit suicide.

"Undoubtedly today's social worker would have known exactly what to do. But I didn't. My one idea was that if I stayed with the woman she would be unable to take those pills. So I did just that. I cannot recall where we went or what we did during that nightmarish day, but I do recall that it included taking the woman to dinner—my birthday dinner, which wasn't the way I had planned it. However, having someone along to tell her troubles to, to eat with in

a nice restaurant, seemed to have a good effect on the woman. She finally calmed down and agreed to enter a hospital for treatment."

The social case worker of today could not have offered more help to such a troubled woman.

In the late twenties and thirties Mrs. Kirkpatrick's "program" consisted of: becoming secretary, president and treasurer, in that order, of the Toronto Protestant Children's Homes; producing and caring for two children, Roger, now 21, and Mary, now 18; officiating as hostess of her Rosedale home; helping to organize the Toronto Welfare Council and acting as one of its first board members, and serving as a board member and indefatigable canvasser of the Greater Toronto Community Chest.

Although his wife works an overtime day, Mr. Kirkpatrick is thoroughly sympathetic with her career. Possibly because he has never known an environment in which the lady of the house was not deeply involved in social services. His own mother, the late Mrs. A. M. M. Kirkpatrick, was in her time one of Toronto's active volunteers in children's work. As a member of the board of the Protestant Orphans' Home, one of the senior Mrs. Kirkpatrick's duties was to make out the official applications for admission to the home.

"What it amounted to," recalls Mr. Kirkpatrick, "was that our dining room became the actual 'admitting hall' of the Home. When the Home was short of funds,

my mother simply canvassed neighbours and friends for enough to tide it over."

In 1946 Mrs. Kirkpatrick became chairman of the board of the Toronto Welfare Council, and later that same year she was selected as chairman of the Child Welfare Division of the Canadian Welfare Council.

All her active life Mrs. Kirkpatrick has worked "close to people", has thought and planned in terms of individuals. Her present position, as convener of a Division of a national organization which co-operates with and co-ordinates the work of private and public social agencies dealing with children's problems across Canada, might, in other hands, easily become remote from the child as an individual. But not in Mrs. Kirkpatrick's hands. She has brought an intimate personal touch to the division, an awareness of the value—and the problems—of every detail of the division's work.

The division over whose 26 executive committee members Mrs. Kirkpatrick presides, with Father Jean Caron of Montreal as vice-chairman and Miss Phyllis Burns as executive secretary, is the oldest and largest in the Council. Originally the Canadian Council on Child Welfare, it has grown to include 96 member agencies and 81 individual members.

The Division's function, in its simplest and broadest terms, is concern with "conditions affecting children in all parts of the country." The division provides con-

sultation service to local, provincial and national agencies in regard to child welfare programs, issues or promotes the distribution of publications interpreting the needs of children.

The scope of Mrs. Kirkpatrick's "personal touch" in this welter of organizational work is best indicated perhaps, by one of her recent major achievements—the guidance of nine provincial committees, with a total membership of over ninety persons and all the widely varying attitudes about the administration of social services to be found in Canada. These Public-Private Relationships committees are now putting into co-ordinated final form a report which will help to define the principles and scope of child welfare services and suggest a division of responsibilities and functions between private and public agencies.

At the same time, Mrs. Kirkpatrick has also been in close touch with the activities of such diverse groups as the Division's Adoption committee and its committee on Statistics.

In her own most recent annual report, Miss Burns declares under the heading "orchids": "whatever success the Child Welfare Division may have had this year in giving service to its members is due in large part to the leadership of its chairman, Mrs. Kirkpatrick. She has been a vital and dynamic part of the division's machinery, sometimes acting as a spark plug and sometimes as a brake, depending upon what the circumstances—and the division secretary,—required."

75 YEARS IN WINNIPEG'S SOCIAL HISTORY

By DOROTHY McARTON,

Non-Ward Placement Supervisor, The Children's Aid Society of Winnipeg

THE first discovered record of organized charity in the Red River Settlement was that of the Sisters of Charity founding, in 1884, the St. Boniface Orphanage and Old Folks' Home. As elsewhere, social concern here found its expression in an institution which cared for the very old and for the very young, and cared for them together. In this institution we see the germ of private social work from which sprang later many agencies in the Greater Winnipeg area devoted to the care of children, and some to expand the original concern for the aged.

A few years later, we found record of a community need being

met on a broader community basis, such as is now done chiefly through Public Welfare Departments set up by law and financed by taxation. In 1868, the Red River Co-Operative Relief Committee composed of "the principal gentlemen of the colony" was formed to cope with the need in the colony due to the destruction of the crop by grasshoppers, and the failure of the fall buffalo hunt and of the fall fishing.

From these beginnings, the growth of social work in the Winnipeg area can be traced. As in other communities, we find record of a series of apparently isolated social enterprises; impulses to help expressing themselves through the

1949 is the year of Winnipeg's 75th birthday. Winnipeg celebrated with true Western exuberance through parades and carnivals, reunions of old settlers and reminiscences about the early days. Winnipeg's social workers, too, caught the anniversary spirit.

The Public Relations Committee of the local branch of the Canadian Association of Social Workers, under the chairmanship of Miss Mildred Crawley, decided that it was an appropriate time to gather together the story of social work growth in Winnipeg. From scattered sources—written reports and the memories of persons who had taken part in these events—the story outline was assembled. No one as yet has written the full story, but the bare calendar of events itself stands as a stimulating suggestion for further research. Those who assembled the material were, for the most part, young workers comparatively new to the social work scene in Winnipeg. Most social workers in active practice in Winnipeg are young, for Winnipeg has had a School of Social Work for only six years, and professional staffs of Winnipeg agencies are increasingly now formed by a majority of young graduates. They received help in their inquiries from workers who had taken an active part in the developments described, such people as Miss Gertrude Childs, formerly with the Winnipeg Social Welfare Commission and later with the Provincial Public Welfare Department, and now living in Winnipeg, retired. The material brings to those who read it, and brought even more to those who assembled it, a sense of participating in a scene of growth and change; a fuller awareness of the present as being the fruit of the past and the seed of the future.

organization of various private agencies to try to meet special types of need. Behind this we can see forming a pattern of increasing community awareness; a gradual broadening out of the scope of various agencies, a widening basis of financial support, and efforts to plan jointly for the community as a whole. In many cases we see such action taken through legislation to set up provincially or municipally, means of meeting needs spread widely throughout the community for which responsibility is widely accepted.

A chronological table of events before the turn of the century shows private agencies appearing one by one—the Y.M.C.A. coming to Winnipeg in 1879; the Old Folks' Home in Middlechurch being opened in 1882, and in 1884 the Children's Home of Winnipeg being founded for the care of boys and girls.

As the very first social agency in the district had been founded by the Roman Catholic Church, so we see the Protestant churches also pioneering in the development of social services. The year 1889 marks the establishment of All People's Mission by the Methodist City Mission Board, formed to do settlement work among the new Canadians. All People's Mission has a far more than local interest, because its first superintendent was the Reverend J. S. Woodsworth, whose concern for the less fortunate in society was not only to stimulate social work in his own city, but to be carried to the na-

tional political scene through the founding of a new political party.

A few years later another association, the Kindergarten Settlement Association, opened to do settlement work in the city, with the emphasis on kindergarten work. The interest in newcomers to the West, as indicated through All People's Mission, was expressed also in the establishment in 1897 of the Canadian Women's Hostel to assist immigrant girls. This was established by a group of Winnipeg citizens, encouraged by Miss Louise Fowler from England. In 1900 the Girls' Home of Welcome was opened at 130 Austin Street.

1898 was an important date in the history of the development of social concern for children, which had previously been shown in the development of individual institutions. This date saw the passing of the Children's Protection Act and the founding of the Children's Aid Society of Winnipeg, with its object to "guard the interests, happiness and well-being of children irrespective of nationality, creed or color." Founded on the Ontario pattern, this was the first society west of the Great Lakes.

Concern for the unmarried mother began to show itself now too. The Sisters of Misericorde began providing a nursing home service for this group; these services later divided to become centred in the present Misericordia Hospital, and for a period of years in the St. Norbert Infants' Home, now discontinued. A few years later, the Salvation Army also established nursing home services in

Winnipeg, in conjunction with Grace Hospital. Health agencies, too, began to appear—the Victorian Order of Nurses established a Winnipeg branch in 1901, and in 1904 the Margaret Scott Nursing Mission was founded to perpetuate the work of Mrs. Margaret Scott, known for her missionary work among Winnipeg's sick.

The 20th Century Arrives

Work with children continued to enlarge in the decade following on 1900. A provincial Superintendent of Child Welfare was appointed in 1903. A second Children's Aid Society, the Children's Aid Society of St. Adelard, was founded in 1905 in St. Boniface. Originally, this was a society serving the Catholic community, but later it became the Children's Aid Society of Eastern Manitoba, a non-sectarian agency serving St. Boniface and an adjoining rural area. The year following the establishment of this society, the Sisters of Charity, who had been the earliest pioneers in establishing the first St. Boniface orphanage, founded St. Joseph's Orphanage, now St. Joseph's Vocational School, on its present Winnipeg site. In 1907, we find the first beginning of the Knowles School for Boys, when W. A. Knowles, a railway clerk, found a young boy huddled in a doorway and took him home. It was not, however, for another decade that monies were raised towards building the present school.

In these first ten years of the century is traceable also the growth in community planning.

The Red River Co-Operative Relief Committee, formed back in '68 to cope with the need following a natural catastrophe, has already been mentioned, and this had been followed in 1874 by the formation of a Hospital and Relief Committee by the City Council. There is indication, however, that the City Fathers were hesitant in using community funds for relief purposes and did not fully believe in what they were doing, since, out of an estimate of \$1,000 set aside for relief purposes, only \$81 was expended during the first year. In 1904, however, we find the first records of a Citizens or Central Relief Society, earlier organized at a public meeting called by Mayor Andrews. The Roman Catholic Church, all Protestant churches, the Icelandic and the Jewish citizens were all represented on the society.

In 1906, Mayor "Jimmy" Ashdown convened a conference of all interested charitable agencies in the city, and this conference decided to secure the services of J. H. Falk to conduct a survey of the social needs and services of the community. On the basis of this survey, the conference decided to set up a centralized agency. In 1909 this agency became permanently established as the Associated Charities with Mr. Falk as director. Represented on the board of the agency were thirty delegates from private agencies and institutions. Mr. Falk's first annual report said, "the society acts in a threefold capacity. Firstly: to co-ordinate the work of all other

charities in the city, acting as their clearing-house. Secondly: as a bureau of investigation for relief cases. Thirdly: as a relief-giving agency. Private individuals, and those holding semi-official positions have been relieved of the responsibility of giving or refusing assistance and have referred applicants for investigation to the Society's specially trained agents." Part of the community organization and planning which went on during the few years prior to the setting up of the Associated Charities was the establishment, in 1906, of the Confidential Exchange as a private agency, with its first secretary, Mr. Pierce, acting on a volunteer basis. Later this office was taken over by the Winnipeg Public Welfare Department and operated by them.

The Associated Charities was supported by voluntary subscription, but in May, 1909, the responsibility of investigating all requests for city relief was entrusted to it. The Society then requisitioned the city relief officer for food and fuel and, where necessary, supplemented this relief from its own privately subscribed funds.

1909 is an important date in Winnipeg's social picture for a second reason. Following the passing of the Federal Juvenile Delinquents Act in 1908, Winnipeg acted the next year to establish a juvenile court, the first city in Canada to do so.

In 1909, also, two day nurseries, the Stella Avenue Day Nursery and the Joan of Arc Day Nursery were opened. Y.W.C.A. services,

which had come to Winnipeg several years previously, found a permanent home in the present Y.W.C.A. building erected in 1908. Shortly following, the Home of the Good Shepherd was opened by the Sisters of the Good Shepherd for delinquent Catholic girls, and in 1912 the Presbyterian Church opened the Redemptive Home for Unmarried Mothers which later became the Church Home for Girls, and is now operating under the sponsorship of the Presbyterian, United and Anglican churches. In 1912, also, the Jewish community organized its first social agency—The Jewish Old Folks' Home.

First World War

The First World War coming in 1914 absorbed the energies of citizens in work directed to the war, and thus it is not surprising that we do not find new private agencies appearing during these years. The exception is in the Jewish community where the United Hebrew Relief Society was formed in 1916; this agency was later known as the United Hebrew Social Service Bureau, and was recently named the Jewish Family Service. In 1919 the Jewish Children's Home and Aid Society of Western Canada was established with offices in Winnipeg, and in the same year the Jewish Orphanage was constructed on Matheson Avenue.

The war, however, perhaps fostered rather than hindered the development of planning on a wider community level. In 1916 Manitoba was the first province to enact Mothers' Allowance Legislation;

the efforts of private social agencies in Winnipeg had contributed considerably to bringing this about. In 1917, the city took over increased responsibility for public assistance, establishing by by-law the Social Welfare Commission, composed of the mayor, seven aldermen and six other citizens. This superseded the Associated Charities and continued until the depression years made still further changes necessary.

The years between the wars saw the development of some further private social agencies. In 1919 the Central Western Division of the Canadian National Institute for the Blind was established with offices in Winnipeg. In 1920 the Protestant Orphan's Home was organized by the Orange Ladies Benevolent Fund. In 1921 the Home Welfare Association formed to operate a Clothing Bureau. In 1925 the Sisters of the Good Shepherd, who were already operating the Home for Delinquent Girls, opened St. Agnes Priory. In 1926 the Children's Bureau of Winnipeg was established to provide housekeeper services and to arrange placement of children in institutions and foster homes. No adequate foster home program had developed in Winnipeg, however, and the institutions, which had already been established were used for the care of the vast majority of children who needed care away from their own homes. In 1926 the Sisters of Service founded a Residential Club for Catholic girls coming to the city, and the same year the Big

Sisters Association organized, offering counselling and hostel service on a volunteer basis for older girls. In 1929 the Hugh John McDonald Hostel was set up as a private hostel for boys with delinquent difficulties, referred chiefly through the Juvenile Court. In the early '30's the Y.M.H.A. and Y.W.H.A. established services for Jewish young people.

For a number of years Winnipeg was entirely without a family service agency. The Associated Charities, which had operated in this field, though closely concerned with the giving of relief, had ended during the war with the establishment of the Social Welfare Commission on the one hand, and the diversion of citizen interest to such war services as the Patriotic Fund on the other. In 1937 the Family Bureau of Winnipeg was established, its first Executive Director being Miss Elin Anderson. In November, 1938, the present Executive Director, Miss Marjoria Moore, came to the agency, and its development has continued steadily under her leadership.

Service to the unmarried mother in Winnipeg at this time was sketchy and uncoordinated, but in 1939 Winnipeg Children's Aid Society established a new department to give this service, and Miss Muriel Frith, a native Winnipegger, then working in Toronto, came home to develop it.

Planning on a community level proceeded fairly rapidly during these years. Privately, this was expressed first in 1919 by the establishment of the Council of

Social Agencies with Miss Champion as its first secretary. In 1921 the Winnipeg Foundation was established through the initial effort of W. F. Alloway. This Foundation was the first in Canada and is, today, the sixth largest on the North American continent, having expended \$1,200,000 during its lifetime in the support of the charitable effort of this community. In the following year, 1922, the Federated Budget Board was formed now known as the Community Chest. Soon after its establishment the Board arranged a survey of welfare services in Winnipeg by Dr. Edward Devine of New York. Winnipeg's social services, too, were commented upon in the survey made for the provincial government in 1928 by Dr. Charlotte Whitton, then Executive Director of the Canadian Welfare Council. Wider interest in social work matters was marked in 1930 when the first Manitoba conference on social work was held in Winnipeg. In 1932 Winnipeg, for the first time, was host to the Canadian Conference on Social Work.

Publicly, we see the development of early legislation, such as that passed in 1920, providing for the legitimation of children born out of wedlock. Again, Manitoba was first in taking this step, sharing the honour with three other provinces. In 1924 the Child Welfare Act was passed in Manitoba, consolidating and adding to previous legislation, making provision for adoptions, and creating a Minister of Welfare, who at the time was also the Minister of Education. In

1928 Manitoba was the first province to pass legislation to establish a Provincial Department of Health and Public Welfare to supervise health and welfare services. This was the period, too, in which Winnipeg shared with other communities advances in Dominion legislation: Old Age Pensions, Workmen's Compensation and Pensions for the blind.

Second World War

The outbreak of the second World War in 1939 again called out to the full citizen energies and participation. Rather than expressing themselves in somewhat unorganized form as in the first World War, however, they were focussed and centralized. In 1939 the Central Volunteer Bureau was formed, with Mrs. Robert McQueen, present Executive Director of the Council of Social Agencies, acting as secretary on a voluntary basis. The Volunteer Bureau helped direct the energies of volunteers in both war-time and peace-time activities, and worked through the established service agencies. The Co-ordinating Board for War Services was set up in 1931, with Mrs. Stanley Laing as executive-secretary. This Board organized, among other things, the United Service Centre for the use of service men and women.

As they had in other communities, social agencies in Winnipeg co-operated with the Dominion Government in such services as were set up through the Dependents Allowance Board and the Dependents Advisory Committee of the Dependents Board of Trustees as

well as arranging the care of evacuated children from Britain. Far from being diversionary in effect, however, agency experience of World War II was that citizen interest mobilized on the home front assisted in further stimulation of the basic services necessary in peacetime. Reorganization which had been going on over the preceding few years of relief assistance culminated in the formation of the City Public Welfare Department. In 1941 a child guidance clinic was set up by the Winnipeg School Board, using the service of psychiatrists, psychologists, and later of visiting teachers.

In 1942 a survey of child care and protection services in Winnipeg was conducted by the Canadian Welfare Council at the request of the Community Chest. The report of Robert Mills, who was largely responsible for the survey, pointed out the need for considerable reorganization in these services in Winnipeg, particularly the development of a program of foster home care. In 1943, following the retirement, on health grounds, of W. A. Weston, who had guided the Society's policies since 1910, Miss Muriel Frith was appointed Executive Director of the Winnipeg Children's Aid Society. Under her leadership the main recommendations of the Mills Report began swiftly to be implemented. Together with other new supervisory staff, Miss Janet Parker was secured by the agency as supervisor of its Child Care Department, and even in the difficult war years the setting up of a new foster home

program proceeded with astonishing rapidity.

In 1943, too, the Children's Bureau was disbanded, its housekeeper service having been previously absorbed by the Family Bureau, and the non-ward placement service now being administered by the Children's Aid Society. The Children's Home, the earliest institution solely for children founded in Winnipeg, sold its large building which had previously housed about one hundred children, and instead, acquired a small home-like one, where it operated a small receiving home for the Children's Aid Society of Winnipeg. St. Norbert's Infants' Home, a large Roman Catholic institution for young children, ceased operations as a Chest agency shortly afterwards, and most of the children were placed in foster homes.

An adequate supply of professionally educated staff is essential for the administration of modern social services, and this was made much more possible in Winnipeg by the establishment, in 1943, of the Manitoba School of Social Work at the University of Manitoba. The establishment of the school was brought about largely through the support of the Junior League and the Winnipeg Foundation. Dr. C. E. Smith was made Director of the school, and Miss Helen Mann, Supervisor of field work.

The tragic impact of the pre-war and war years upon Jewish people throughout the world had given stimulus to the formation, in 1938, of the Jewish Welfare

Fund by the Winnipeg Jewish community. This fund was for the purpose of assisting Jewish people, both in Winnipeg and throughout the world. In the Winnipeg scene, the child welfare services of the Jewish community had kept pace with those of the rest of the city in developing a foster-home program, and in 1946 the Jewish Orphanage was closed, except for a small annex, and the large building was turned over for use as a recreational and educational centre. After the war, a good deal of responsibility was taken for bringing into Canada Jewish displaced persons and orphaned children, who were placed in foster homes or in employment in Winnipeg and elsewhere throughout the west, by the United Hebrew Social Service Bureau. Other national groups too worked similarly to assist immigrants.

Post-War Years

In the post-war years the Winnipeg scene, like that of other Canadian communities, felt the effects of Dominion social legislation in the establishment of new programs through the Department of Veterans Affairs, Veteran's Housing, and the setting up of Family Allowances offices after the passing of the Family Allowances Act in 1944.

In the Provincial field, services were affected by the survey of provincial Public Welfare services done by the American Public Welfare Association in 1944. Among the recommendations of this survey was the clear recognition of public responsibility for certain basic child welfare services, protection and guardianship, as well

as certain basic services—mainly on a protection basis—to unmarried mothers. This principle was recognized a few years later in the signing of formal agreements between the Provincial Government and the Children's Aid Societies of the province, covering the period from April, 1947, to March 31, 1950. This agreement recognized the services as basically public responsibilities which were formally delegated to the societies, and provided for increased payments to the Children's Aid Societies.

In the same year, 1944, a survey of the juvenile court was made for the Attorney General, also through the auspices of the American Public Welfare Association. Following this there was an enlargement of juvenile court services. The absence of a family court in Winnipeg was pointed out, and following further representations by private social agencies and other groups, the family court was established in 1947.

With the development of a foster-home program in the city, Winnipeg was conscious that a new use should be made of its child-caring institutions. Accordingly, in 1947-48 the Council of Social Agencies made a survey of institutional services, with Dr. M. F. Mayer of Cleveland as professional consultant. The survey report recommended changes in program and staff to meet the new type of responsibility facing the institutions as social treatment institutions. Several of the recommendations of the survey are in the process of being implemented by the

institutions concerned, which are becoming increasingly aware of the new job they are doing. The three largest institutions, St. Agnes Priory, St. Joseph's Vocational School, and Knowles School for Boys, have already acquired case workers on their staffs. The Children's Home has relinquished to the Children's Aid Society the operation of its receiving home and is planning to develop a new program, probably a treatment program for Protestant girls.

In the field of recreation, which has been only lightly touched upon, Winnipeg presents a somewhat unusual picture. There has been a widespread spontaneous development of community clubs in the city, which received public recognition and support in 1946, through the appointment of a Public Recreation Director, and the assigning of tax money to be used for capital development of recreational facilities, largely by the clubs. One of the very strengths of this program, however, the fact that it has developed from the initiative of the various communities within Winnipeg, has meant that the very districts where the need for recreational outlets is greatest, are the ones having the least facilities. It seems probable that private group work agencies may need to give leadership in this field. While there has been a widening of the "Y" programs in the city, the development of group work in general has not kept pace with some other fields. The churches, particularly the United Church, have maintained some programs in the

downtown area, and some attention to the recreational field has been given recently through the Diocesan Catholic Charities which was organized in 1947 to co-ordinate Roman Catholic services in Winnipeg. However, this, together with the further development of day nurseries and other day care facilities, is a field where Winnipeg will, perhaps, look to more development within the next few years.

The Future

The trend for greater assumption of public responsibility for basic child welfare services may result within the next few years in new alignments. The Boards of the Winnipeg Children's Aid Society, the Community Chest and the Council of Social Agencies, have increasingly taken the view that private funds should not be used to the extent that they are being used at present, to supplement public funds in providing basic child welfare services. If, therefore, there is transfer of this responsibility within the next few years, we may look for some specialized developments in the private agency field: in family work, unmarried parents service, and specialized child placement service, as above mentioned. In the publicly financed field, perhaps the most immediate need is for subsidized low rental housing, and those aware of social conditions in Winnipeg look hopefully for some development here. No one, of course, can read the future of any community, but Winnipeg social work—seventy-five years young—faces it with energy and optimism.

Impressions of a First Visit to Canada

By JOHN MOSS, C.B.E.

I AM glad to respond to the suggestion of the Editor that I should write an article on some of the impressions I formed during the five weeks which I spent in Canada last May and June under the auspices of the United Kingdom Information Office at Ottawa. The purpose of my visit was to tell those who might be interested something about the British social services which came into operation last year. This gave me, however, a wonderful opportunity of visiting most of the important centres across the continent and of meeting hundreds of people who are engaged in the social services, either at the Dominion, Provincial or civic level, or with the many voluntary agencies which do such fine work throughout the Dominion.

As I said on more than one occasion, in speaking at meetings, in talking at press conferences and on the radio, the outstanding thought in my mind throughout my rather strenuous tour was the

unbounded friendliness and hospitality extended to me. I was very fortunate in my first contacts when I reached Ottawa from New York, my first insight into Canadian social welfare activities being through talks with Dr. George F. Davidson, Deputy Minister of Welfare for the Dominion and Mr. R. E. G. Davis and Miss Touzel of the Canadian Welfare Council. One of my outstanding memories is sitting with Dr. Davidson in the gallery of the Dominion House of Commons on the last day of Parliament. This is, however, another story.

My first engagement was to take part in the Western Regional Conference at Victoria, British Columbia, where I spent a very happy four days. Here I was cordially welcomed by Mr. E. W. Griffith, the Deputy Minister of Welfare for the Province, who was President of the Conference. I was impressed by the hard work and enthusiasm

Mr. Moss is a Barrister and an expert on British health and welfare services on which he has written many books and articles. He is Vice-Chairman of the National Old People's Welfare Committee and a member of many other bodies.



of the delegates. There was little time during the day—and sometimes during the evening—for what are normally described as social activities. The delegates seemed to go from institute to luncheon, at which there was usually a speaker, then back to institute—and then perhaps to a dinner meeting. I thought their constitution must be very strong to enable them to digest so much food for thought as well as the food for the body which was provided so liberally. I am sure they all earned their expenses.

Another Conference which I had the pleasure of attending was the Round Table on Economic Security, arranged by the Toronto University. This was of an entirely different character but struck me as a valuable forum for the frank interchange of views between some of the national leaders in social work and industry. Finally, I attended the first part of the annual meeting of the Canadian Welfare Council. Here again I was impressed by the enthusiasm and diligence of the delegates.

What then are my impressions of the social services as they are now administered in Canada? In a short article I can only refer to them very briefly, but perhaps at a later date I may have the opportunity of amplifying some of the points.

My main interest in Great Britain now is in connection with the welfare of old people. Until a year or two ago it was mainly with the welfare of children who, to use the words of the Curtis Committee,

have been "deprived of a normal home life". I formed the general impression—rightly or wrongly—that in the care of old people Canada has something to learn from Great Britain. I was glad to see the start of a movement to provide old people's homes in different parts of the Dominion. Perhaps however the word "start" is wrong, as I realize that voluntary bodies, such as the Salvation Army, have been doing this for many years. But more in this direction seems necessary if old people who have to seek communal care are to be provided with something better than the old type of institution. It seemed to me that there is a great need also for a considerable extension of the movement for the provision of Old People's Clubs, of which there are already good examples in the Second Mile Club, Toronto; Gordon House, Vancouver, and the Soroptomist Club at Winnipeg.

Then there is the general question of housing. I felt sorry to see more people in institutions who were apparently there only because they could not find a house or an apartment. Much remains to be done in this connection in Great Britain, but I wonder whether, in view of the housing activity which is going on in the Dominion to a much greater extent than in Great Britain, something more could not be done in providing housing or apartments for old people who are capable of looking after themselves. Housing, however, is not everything and if old people are to be allowed and helped to stay in their

own homes various social services are necessary. Although I appreciate the great work of the Victorian Order of Nurses, I wondered whether something more in this connection is not wanted, perhaps on the lines of the home nurses who are now provided in Great Britain for old people and other persons in need. Friendly visitation is also necessary. I realize that this is done in some places through voluntary agencies. But perhaps more could be done if the need was realized. Then there is the question of domestic help. This started in Great Britain through voluntary helpers giving some of their time to help old people in their homes, shopping and so on, but is now being supplemented or replaced by the domestic help service provided by the local authority. Is there need for something in this direction in Canada?

Turning to the financial circumstances of old people, I could not help comparing the Canadian system with that operating in Great Britain, where contributory old age pensions are payable without a means test at the age of 65 and non-contributory pensions on a modified means test at the age of 70. I have, therefore, been interested to read the 1945 proposals of the Government of Canada in this connection. Further, I wondered whether the Canadian system of having a flat pension rate throughout each Province was as fair to the recipient and the taxpayer as the British system whereby a much lower rate of pension is paid at the same rate throughout

the country but supplemented on a modified means test by allowances for additional expenses, such as rent.

Now what about the children? Here I can congratulate Canada on the well-developed foster care services which are to be found in nearly all the Provinces, some organized by the Province itself and some through Children's Aid Societies. I was particularly struck by the use of trained social workers in this connection. In an article which I have written for the British magazine *The Fortnightly* I have expressed the view that in this respect much can be learned by Great Britain from Canada. I saw many social workers in this field, mostly women and some very young women. I was glad to learn that the social workers in the children's welfare field are not only concerned with foster care but deal with what is called "care and protection" in Great Britain, and with preventing children becoming deprived of a normal home life. I wish there were more workers of this calibre in Great Britain.

What about the other children's services? Here I think something can perhaps be learned by Canada from Great Britain, by considering the recommendations made by the Curtis Committee. I saw only a few children's institutions, but discussed others with responsible workers. I wondered whether the emphasis on the foster home program, right as it is, may have caused sight to be lost of the fact that for some children residential care may at least for a time be the

better method; also, whether more might be done to enable children in the communal children's homes to take a more actual part in the life of the community. May their general life sometimes be too sheltered? I thought that special training of residential staff might be helpful, such as is now being undertaken in Great Britain through the Central Training Council of the Home Office. I saw some good reception homes for young children and was glad to learn that in some areas these are being developed. Experience in Great Britain shows that there is much value in the provision of reception homes for children of all ages.

I was impressed by the amount of money raised through the Community Chests though I know of the need of getting still further funds by this method. All I need say, however, is that there is nothing corresponding with this movement in Great Britain. Here we are so heavily taxed that it is not unnatural that many voluntary agencies are finding it impossible to keep going without substantial

assistance from public funds. In Great Britain, as in Canada, however, there is still a vast pool of voluntary workers. It is not so much now a matter of giving cash by voluntary agencies, but giving services. This is surely true voluntary service and my impression of Canada is that through the stimulation given by national bodies—particularly by the Canadian Welfare Council—and through the various councils of social agencies and the numerous service clubs, a vast body of voluntary helpers is available. In this connection the work of the field staff of the Canadian Welfare Council must be invaluable. Voluntary service must be organized, and not merely between the various voluntary agencies—which is done so well through the local councils of social agencies—but also in association with the Government Departments. Throughout Canada, with a few exceptions, I saw evidence of valuable co-operation in this way and it was noteworthy that Government Departments generally appreciate the help of the volunteers.

DISTINCTIVELY CANADIAN

A tube of insulin, a bar of nickel, the Northern Lights, a sheaf of Marquis wheat, a bush pilot, a Hudson's Bay blanket, a pair of moccasins, a hockey stick, an elk's head, a canoe and the Canadian boat song, a snowshoe rabbit, a Canada goose, and a painting of a Canadian autumn landscape. —*Canadian Government Travel Bureau News Letter.*

1950 COMMUNITY CHEST CAMPAIGNS

City	Number of Member Services	Campaign Objective	Campaign Dates
Belleville.....	3	\$ 16,000	October 14-20
Brantford.....	10	81,000	October 3-29
Chatham.....	9	42,700	October 17
Cornwall.....	7	19,500	October 2-22
Drumheller.....	9	16,000	October 12-22
Edmonton.....	27	155,000	October 3-15
Espanola.....	10	8,500	October 25-31
Fort William.....	7	37,000	October 2
Galt.....	9	30,000	October 3- 8
Guelph.....	9	39,500	October 17-Nov. 8
Halifax.....	18	125,750	October 3-19
Hamilton.....	27	334,250	October 17-31
Hull.....	10	27,800	October 10-29
Joliette.....	16	Not reported	Not Reported
Kingston.....	12	60,000	October 3-15
Lachine.....	4	8,500	October 8-18
Lindsay.....	8	11,500	October 3-29
London.....	10	183,000	October 3-29
Lethbridge.....	17	45,000	October 10-24
Montreal Welfare Federation.....	31	1,250,000	Sept. 26-Oct. 6
Montreal Fed. of Cath. Charities...	25	300,000	October 24-Nov. 2
Montreal Fed. Jewish Phil.....	7	405,534	November 3-17
Moose Jaw.....	11	35,000	October 10-31
New Westminster.....	7	55,000*	October
Niagara Falls.....	8	52,000	October 2-22
Norfolk County (Simcoe).....	2	15,000	October 17-29
Oshawa.....	15	84,000	October 19-29
Ottawa.....	22	328,800	October 10-29
Port Arthur.....	11	40,000	October 2-29
Regina.....	20	90,000	October 17
Saint John.....	8	96,500	October 17-29
St. Thomas.....	5	25,500	October 3-17
Saskatoon.....	16	76,000	October 3-28
Sault Ste. Marie.....	8	32,000	October 3-24
Sherbrooke.....	10	23,000*	October
Sudbury.....	14	90,000	October 3-17
Toronto.....	66	2,370,000	October 18-Nov. 8
Vancouver.....	44	850,000	October 3-21
Victoria.....	21	139,970	October 3-22
Winnipeg.....	28	595,719	October 12-Nov. 2
Whitby.....	8	5,600	October 24-Nov. 2
	609	\$8,200,623	

*1949. Objective for 1950 not reported.

Note: Nine Chests, which held campaigns in spring of 1949, raised approximately \$2,079,400.



"Boy, we're certainly tangled up in the movies," chortled Johnny Wayne and Frank Shuster after viewing their first attempt at making films. The picture was made by the National Film Board at the request of the Community Chests and Councils Division of the Canadian Welfare Council and 150 prints have been used to assist the Community Chest campaigns across Canada.

Wayne and Shuster Launch Community Chest Campaigns

Johnny Wayne and Frank Shuster have hit the movies and they're really feeling their new success. "The Gable's and the Peck's have nothing on us," stated the comedians after viewing their film success which launched Community Chests across Canada on their yearly October campaigns. Youthful admirers seeking autographs from the aloof radio and screen stars are Barbara Iretton and Denise LaPorte.



Social Welfare in Jamaica

By JESSIE R. IRWIN

Miss Irwin is Executive Secretary of The Central Council of Voluntary Social Services in Kingston, the capital city of Jamaica.

The British West Indies consist of two mainland areas—British Honduras in Central America and British Guiana in the northern part of South America, and a chain of islands extending from Florida in the north to Venezuela in the south—a distance of nearly 2,000 miles. The beauty of the West Indian islands is world renowned. One writer has likened them to “a necklace of jewels across the throat of the Caribbean.” The population of the West Indies as a whole is about 3,000,000; Jamaica, the largest island with an area of 4,400 square miles, has approximately 1,350,000 people.

THE story of social welfare in the West Indies is largely the story of Jamaica Welfare Ltd., now Jamaica Social Welfare Commission. It is eleven years since two of the large banana export companies volunteered to provide a fund for welfare work by accumulating one halfpenny (one cent) for every bunch of bananas leaving the Island. Trustees for this fund were Norman Washington Manley, K.C., who was largely responsible for the birth of the organization, and a representative group of citizens with experience in various fields.

The fund was used in the first instance to provide community centres for rural areas and a staff of welfare officers who, as the years went on, developed “The Better Village Approach” and other techniques suited to the areas in which they worked. Organizers were sent abroad to Antigonish, to Britain and Denmark for training in co-operative education which became an important part of the general program until the formation of a

Co-operative Development Council.

Other features of the work were: (1) a travelling film service for elementary schools. This has done much to bring reality to the school subjects and to widen the interests of children and a limited number of parents; (2) a cottage industries agency which provides instruction, operates manufacturing centres and a marketing department. The materials used are native fibres from which straw braid is made and manufactured into handbags, baskets, sandals, hats, mats, etc.

The crafts were indigenous and established in restricted areas but through the organization of the agency standards have been established and a local and export trade has been developed. Study in co-operative groups has led to other practical projects in agriculture, chair-making, the building of lime-kilns, buying clubs, credit unions. The program has been related to the needs of the peasant community who have been helped through simple study of the sub-

ject to understand the best methods and the right materials to use, budgeting and marketing.

Research has been done in this department and also in housing. The Government of Jamaica has only recently tackled the problem of rural housing but through a Bureau of Housing Information set up by Jamaica Welfare, and on a co-operative basis, several housing projects involving as many as twenty-five families each have been completed.

During the past two years Jamaica Welfare has focussed its program on nutrition and in co-operation with the agricultural and health services they have organized a 3-F' (Food for Family Fitness) campaign. This is also essentially adult education commencing with a study of the stewardship of land, soil conservation, mixed farming, food production, food values, balanced diets, conservation and preservation of food for the family. Jamaica's agricultural economy, apart from large sugar estates, is of the subsistence type and the peasant family is accustomed to a diet which is chiefly starch. This is being corrected and many groups are now growing vegetable crops, breeding livestock and organizing milk supplies.

It has been necessary to gear the program towards increasing economic standards through education, practical guidance and group activity but the work has been based on self-help and community service. One particularly needy club, out of their poverty

and from the resources of their small plots, gathered materials to build a room for a feeble old man who had nothing of his own to contribute. Community spirit has been stimulated and many community councils are now at work planning further developments.

One of the chief tasks of the organization is the training of voluntary leaders and much has been accomplished in this respect. The rural training day is a feature of the work and cultivators and their wives look forward to these get-togethers when they sing and play, discuss their local problems and organize themselves for the improvement of their districts. No funds have been available for these community groups and apart from a district welfare officer, all the work is done voluntarily. Residential courses for village leaders have been held and the experience has developed initiative and a sense of responsibility.

A recent experiment in adult education is the Movable School which is run by a team of field officers from the several departments at work in the area—the agricultural officer, the public health staff and the social welfare officer. The team may be joined later by other community workers and one can see an opportunity for the Church to co-operate. The platform is the door of the village shop and the officers "put across" their program in the open air, in a very informal style, using visual aids and demonstrations. This experiment has proved highly suc-

cessful in reaching people who do not belong to any organized group. The village shop, especially after dark, is the natural meeting place and singing helps to draw the audience and keep them interested.

When the banana export trade dropped during the war, Jamaica Welfare was threatened with liquidation. In 1941 when they were operating on a small reserve fund, the British Government appointed for the British West Indies a comptroller and advisers under the Colonial Welfare and Development scheme and through their organization funds were made available to continue the work. The additional responsibility was given to Jamaica Welfare to train social welfare officers for the other West Indian Colonies and the approach and techniques developed in Jamaica became the pattern to be adapted to the needs of the other Islands. Now that all Colonial Welfare and Development schemes are merged in a ten-year plan, Jamaica Welfare has been re-constituted as a semi-Government Commission but the

work will continue as heretofore.

With the high rate of illegitimacy (70%) and of illiteracy (45%) Jamaica needs social welfare of this type. The rapid development in political status and the long term planning for industrial development of these colonies, makes adult education a matter of urgency. The work of Jamaica Welfare is rooted in the lives of the ordinary people in a way that will continue to bear fruit in showing people how to make the best use of the services at their disposal and by their own intelligent efforts to attain the highest of which they are capable. By songs and plays based on this theme the spirit is fostered and the miracle of growth is seen in the development of human personality. The program is based on the belief that when the dynamic is provided and the need for action is accepted, men and women will go forward with enthusiasm and a common purpose to tackle the challenge of their club motto "Pioneering for a Better Jamaica".

CANADIAN CONFERENCE ON SOCIAL WORK APPOINTS EXECUTIVE SECRETARY

As part of the plan for an expanded and more permanent Canadian Conference on Social Work, the appointment of Phyllis Burns as Executive Secretary of the Conference has just been announced.

In order to provide greater continuity from Conference to Conference, the Board of Directors of the Canadian Conference on Social Work was anxious to secure a permanent secretariat and asked the Canadian Welfare Council to provide this service. In response to this request, the Council agreed to provide this assistance and has made Miss Burns available on a part-time basis. She will continue to be Secretary of the Child Welfare Division of the Council as well.

Planning for the 12th biennial meeting of the Canadian Conference on Social Work is under way. It will take place in Vancouver from June 11-17, 1950. Barbara Finlayson of Vancouver has been named Chairman of the Program Committee.

Kingston Penitentiary a Century Ago

By J. ALEX. EDMISON, K.C.,

Executive Secretary, John Howard Society of Ontario

THE very successful Fifth Canadian Penal Congress was held in June of this year at Kingston. Late one night, just before the Congress opened, a few of us were conducted by prison officers through the courtyard of the penitentiary. Everything was as quiet as a rural hamlet. The moon shone over the dome and it was hard to realize that hundreds of imprisoned men were sleeping a few yards from us. The guards were in the watch towers on those walls which since 1835 have enclosed a huge army of the so-called enemies of society. Somehow, it is difficult to speak of a prison having traditions, because here is one place where the past can hardly be glorified and where Founder's Day has no hallowed remembrance. Yet on this particular night, perhaps inspired by the somewhat eerie atmosphere of the penitentiary at midnight, I tried to contemplate some of the tales those walls could tell, and my meditations were aided considerably by a truly amazing government report which I had picked up one day in a second-hand bookstore near Morrisburg on No. 2 highway. Through the yellowing pages of this volume one could learn, only too well, about conditions at Kingston Penitentiary a century ago.

I refer now to the report of the Commission "to investigate into

the Conduct, Discipline and Management of the Provincial Penitentiary", at Kingston, dated 30th May, 1849. Its Secretary was George Brown, afterwards the Hon. George Brown, Editor of the *Toronto Globe* and one of the Fathers of Confederation. The document contains material and disclosures so incredible and bizarre that the so-called "good old days" quickly lose their reputation for saintliness and humanity. The eighty-four double pages of the Report are crammed with charges of graft, corruption, cruelty and sinister politics. The Commissioners were very severe in their condemnation of the treatment accorded child convicts. They pointed out the case of Convict Peter Charboneau, who was committed on the 4th of May, 1845, for 7 years, when he was ten years of age. They said "The Table shows that Charboneau's offences were of the most trifling description—such as were to be expected from a child of ten or eleven (like staring, and winking and laughing); and that for these he was stripped to the shirt, and publicly lashed fifty-seven times in eight and one half months." Then there was the case of Convict Antoine Beauche, committed on 7th November, 1845, for three years, aged eight. "The Table"—they said—"shows that

that this eight year old child received the lash within a week of his arrival, and that he had no fewer than forty-seven corporal punishments in nine months, and all for offences of the most childish character. Your commissioners regard this as another case of revolting inhumanity." They cite other cases of the same description and observe—"It is horrifying to think of these little children being lacerated with the lash before five hundred grown men; to say nothing of the cruelty, the effect of such a scene, so often repeated, must have been to the last degree brutalizing." Even the linguistic angle comes up in these sordid revelations, because it was found that a French-Canadian boy convict named Alec Lafleur, aged eleven years, was on Christmas Eve, 1844, given twelve strokes of the rawhide for talking French. Mr. Brown and his commissioners also delved into the practise of flogging women in the Kingston Penitentiary of a century ago. One perhaps shouldn't refer to Sarah O'Connor as a "woman" since she was only fourteen years of age when flogged five times in three months, and the same applies to Elizabeth Breen, who was only twelve years of age when on six occasions she was lashed. We can agree with the commissioners when they say—"We are of the opinion that the practise of flogging women is utterly indefensible."

And so the Report goes on, revealing barbarity after barbarity, and also corruption and ineffi-

ency on a vast scale. Yet all this was, I suppose, unknown to most of the citizens of Kingston who were watching with pride the early beginnings of a little school called Queen's College at Kingston, and had no concern, or indeed were not allowed any, in what went on behind the grim walls of the other institution at Portsmouth. Perhaps their suspicions, if any, had been lulled by the glowing tribute paid by the eminent Charles Dickens who said, in his "American Notes", after a visit to Kingston in the eighteen forties,—“Here at Kingston is a penitentiary, intelligently and humanely run.” I am sure that when the author of "Little Dorrit" visited the prison they did not put on a special flogging of Antoine, aged eight, or of Elizabeth, aged twelve. Yet it should not be thought that these unspeakable happenings were approved by all the penitentiary officers. Some indeed spoke out against them and were afterwards fired on trumped-up charges. Others had their salaries sharply reduced by a parliamentary bill introduced by the warden's son, who very conveniently was also the member of the Legislature for Kingston. (Said warden had another son who was on the prison staff and there was evidence that this favoured young man used to amuse himself by hurling water at prisoners and by using them for targets in his bow and arrow practices.)

These 1849 Commissioners did a thorough job of removing many of the sadistic, grafting, illiterate

prison officials, or having them resign under fire. The harm these monsters did while in office could never of course be undone. For instance, the 720 lashes given James Brown, "an insane prisoner", during his confinement. All honour to the Kingston surgeon, Dr. James Sampson, who despite much abuse and name-calling, brought on this belated investigation through his courageous stand against the prison authorities.

The second section of this century-old Report makes some exceedingly profound observations on penology. Here follow some of these—

"The juvenile offender is yet confined with the hoary-headed evildoer—we have as yet no asylum by which the child of vice and ignorance may be stopped and rescued upon his first entry upon the path of crime—in our common gaols the erring youth and the hardened offender, the innocent and the guilty, those committed for trial and those actually convicted, are too often found herded together in one apartment. We have but one penal Institution of which the aim is reformation, and the little success which has as yet attended its operations, it has been our painful duty to disclose."

County Gaols:

"At every step of our proceedings we have felt keenly that the entire penal system of the Province demands a thorough reform; and that so long as our Common Gaol system remains as at present, no satisfactory moral results can be expected from the higher institution. The District Gaols are the nurseries of crime and vice, and ere the prisoner is transferred from them to the Peni-

tentiary, he is too often thoroughly contaminated and hardened. Men do not sink at once into the depths of crime—the descent is gradual and imperceptible—and while considering how to reform the criminal, we have constantly felt how much more desirable it would be to prevent the crime, and how much more hopeful would be the labor of leading the young offender into a good course, and inspire him with better feelings, than to eradicate habits which have been the growth of years."

"We cannot refrain from suggesting to Your Excellency whether the discipline of all the County Gaols might not, with advantage, be placed under the control of Government Inspectors, from whom periodical reports of their condition would emanate."

Juvenile Offenders:

"Of scarcely less urgency than the reform of the gaols, is the necessity of some immediate action on behalf of the youthful delinquent. It is distressing to think that no distinction is now made between the child who has strayed for the first time from the path of honesty, or who perhaps has never been taught the meaning of sin, and the hardened offender of mature years. All are consigned together to the unutterable contamination of the common gaol; and by the lessons there learnt, soon become inmates of the Penitentiary."

After reading the above observations it is platitudinous to comment that these 1849 Commissioners were away ahead of their time.

This is 1949, and Kingston Penitentiary is still doing business on the old stand. It is obvious that we have made great progress during the past one hundred years in our treatment of prisoners. I weigh my words, however, when I submit

that there has been more constructive advance in the science of penology in Canada during the past three years than in all the previous ninety-seven! At long last, we have largely discarded the theory that the custodial approach is the only one. We are very for-

tunate, now, to have humane and intelligent administrators in Ottawa, and in some of the provinces, who are putting sound reformatory practices into operation. They will have no cause to fear what will be said of them one hundred years hence!

THE WORLD ASSEMBLY OF YOUTH

Recently 150 young people from 39 countries met in Brussels for the first meeting of the Permanent Council of the World Assembly of Youth.

The idea was conceived by the national youth councils of the United States, Britain, France, Denmark and the Netherlands. They invited delegates to a conference in London a year ago and W.A.Y. was born.

The first task of this year's conference was to ratify W.A.Y.'s charter.

Twenty-nine countries signed the document, which states:

"The World Assembly of Youth is established in order that youth itself may study and focus attention on its needs and responsibilities. The assembly is dedicated to the service of youth everywhere . . . for the fulfilment of youth's responsibilities."

Headquarters of the organization will be in Brussels. The first General Assembly will be held in 1951.

A six-point program was drawn up, covering the work to be done by W.A.Y. during the coming year.

1. To foster development of youth movements, and creation of co-ordinating committees in all countries.
2. To set up a centre of information and documentation on all youth problems.
3. To make a survey of national and international organizations and institutions concerned with travel for young people for purposes of work, study or leisure.
4. To initiate campaigns to obtain improved living conditions for young people.
5. To enable young people to take the initiative and accept responsibility for their own concerns.
6. To work effectively for a peace worthy of the name by overcoming prejudice and injustice.

Dr. Suzanna Schultze of the School of Social Service Administration, University of Chicago, was the leader of an institute on *Current Trends in Child Care*, sponsored by the Montreal Council of Social Agencies on September 8-9. Dr. Schultze is particularly well known as an authority in the institutional field and provided excellent leadership for the institute sessions. There was a capacity attendance drawn from lay and professional workers in family and children's organizations in Montreal.

A Volunteer Looks at Social Work

By ANNE MARGARET ANGUS

IT is rapidly becoming a commonplace to say that professional and lay (or volunteer) social workers are complementary one to the other, non-competitive, and even equal partners in the field of their common interests and endeavours. However, there is a considerable time-lag between the enlightened utterances of luncheon speakers at social work conferences and the realization and putting into practice of this simple-seeming dictum. In my experience, the role of the volunteer in this country—and I include that fine flower of unremunerated social work, the good Board member—is not yet clear to the majority of lay would-be-workers, and is even less understood by the majority of professionals.

This is only to be expected, for in Canada social work is a new profession in a new country. We have only lately emerged from the stage when unpaid people of sound philanthropic ideals and good ability, but without professional training, originated, financed and administered our earliest welfare work. 'How interesting it must

have been in those days!' is a *cri du coeur* from even a hardened volunteer like myself.

One should not be surprised at this undisciplined reaction, because we volunteers have entered social work for exactly the same reasons, fundamentally, that others have chosen it as a profession. To my mind the best reason, and perhaps the only good reason, for choosing social work as a career is a concern for people. No doubt there have been other reasons: a wish for personal power over the lives of others, or the lackadaisical choice of a profession more "interesting" than teaching and not as hard work as nursing. For the volunteer also the emotion underlying his choice of work has been his sympathy for the misfortunes of others, and his wish to help them.

This identity of interest, however, is not in itself sufficient to ensure the most effective co-operation between the two categories of workers. I have seldom met a senior social worker who has not said, in one way or another, "We should be using more volunteers. We know how important it is, but we are so short-staffed and so over-worked that we haven't time to train and supervise them." Though it is quite true that most agencies are short-handed, a serious attempt at recruiting and training volunteers would, I am sure, repay the initial expenditure of time and effort many times over. The short-

For ten years Mrs. Angus has been an active member of Boards of Children's Aid Societies in Vancouver and Ottawa. She is now a member of the Board of the Community Chest and Council of Greater Vancouver and of their Social Planning Committee. In May she led an Institute at the Western Regional Conference on Social Work on "The Job of the Volunteer."

Mrs. Angus is one of the Canadian Welfare Council's valued Regional Advisers for British Columbia and serves on the National Committee of the Council's Child Welfare Division.

age of trained workers is so great that one argument against using volunteers is not likely to be a valid one in the foreseeable future: that capable volunteers may keep social workers out of jobs. What a good volunteer can and should do is to assist the professional to do his work better by undertaking certain ancillary jobs, thus leaving him free to concentrate on the use of more truly professional skill. But it must be remembered that the enthusiasm of the volunteer is vulnerable to unrelieved, dull routine, and cannot be kept at its brightest glow by a steady diet of compiling statistics and addressing stacks of envelopes.

These "ancillary jobs" I have mentioned need not be without the human interest that inspires the volunteer to put forth his best efforts. It seems to me that it is very necessary not to remove the lay worker too far from the people he is working for. Where it is possible, let the volunteer catch a glimpse of the client. Helpers like working in children's clinics and driving cars for social workers visiting clients or escorting them from one place to another. The reason for this is that catching sight of the people in whose welfare one is interested, of the places where they live, is enough to keep active and realistic one's concern for them.

Another excellent way of bringing selected volunteers of real ability more closely in touch with actual casework would be a short orientation or training course given every year or so by the agency's

staff. This course, while explaining the agency's function and the principles underlying its work, might also give some specific training applicable to the duties required of casework assistants. I do not presume to offer more than the merest suggestion, for the nature of the help most in demand, and the training needed to fit volunteers for it, are matters which may vary with every agency. Another and generally accepted means of keeping the personal, human importance of the work always before the lay group is the reporting of actual cases and specific problems in language understandable to the non-professional.

"Understandable language" brings us to the troublesome question of social work jargon. Many better qualified people than I have written on this subject, so I should like to confine myself to stating a personal opinion. No other single thing does so much to induce in the lay public misunderstanding and dislike of professional social work as the injudicious and pretentious use of jargon. I believe that if a thought is clear and concrete it can be expressed simply and lucidly. Undoubtedly a technical language is necessary in any profession, and whether or not it is a clear and useful technical language matters only to the profession. That is, if it is kept for use only among initiates. But there is no excuse, except ignorance of how to speak and write good English, for social workers to use their technical language in addressing any except professional groups. As

important as the public relations value of using good, non-technical speech and writing is the value to the professional person himself. It would be of the greatest help to social workers to be compelled to think clearly enough about their work to be able to describe it in simple and accurate sentences. If I were head of an agency I should insist that workers, as part of their professional discipline, should from time to time present reports to committee or board without using any stereotyped or technical phraseology. It might be of considerable value to the worker in clarifying for him the essentials of his problem and his method, and of inestimable value in improving the relationship between the lay and the professional groups in welfare work.

There are reasons for nurturing the volunteer group even more urgent and significant than increasing the scope and efficiency of private agencies, dear as these are to me. Financing private agencies, and, indirectly, allocating public money to governmental agencies both depend on the understanding the ordinary citizen has of the work being done. Taxpayers who know about the needs, met and unmet, of a community are usually those who, as Board or Committee members or as volunteers, have had some experience of social work. They are an informed and potentially very useful group without whose leavening influence adequate financing would be impossible. It seems to me a real weakness in governmental welfare work that

volunteers are so little used either on advisory committees or in any other capacity. Carrying real responsibility as members of a board of trustees is the best way of developing to the full the social conscience and the talents for community service of interested and able people. If for no other reason, and there are many, private agencies (who provide this opportunity) are of great importance in an overall welfare plan. The concern for others which we found was the motivating emotion of welfare workers, lay and professional, is also the *causa causans* of the rapid development of governmental welfare services. It is basically the unselfish, humanitarian impulses of the electorate which make possible the initiating of new and expensive social services. Yet how quickly these services are taken as a matter of course and claimed as a selfish right! The altruistic emotions which help to build the so-called "welfare state" might themselves be destroyed by their own creation: that is, if personal initiative and personal responsibility in voluntary service to others is not encouraged. Responsibility, as I see it, rests squarely on the profession of social work to aid in every way possible the active co-operation of the public in its welfare activities. Man's innate desire to live the good life, to work for community survival rather than for selfish survival alone, is intimately connected with his concern for others. Professional social work has a very important part to play in keeping this concern active and fruitful.

Is the Community Centre One Answer to Modern Living?

By ANNE I. VAIL

FOR the past decade the community centre idea has been under discussion and in many areas has been given growing recognition. Great Britain established some 200 during the war and more are being developed as material and finances are available provided the demand comes from a responsible citizen group organized into a community centre association. This type of organization is recognized and aided by the Ministry of Education. Financial help is given by local authorities in the form of building subsidies and salary payments to wardens and youth leaders. Much of the program is still in the experimental stage but evaluation is now possible in many areas.

The community centre is accepted as a worthwhile form of organization in Canada, the United States and many other countries. The idea has caught on in New Zealand, South Africa and some of the occupation forces in Germany are using this new form of community organization as an aid in developing and understanding real democratic procedures.

The residential settlements, long known for their fine work in many countries, are aware of the new trend toward citizen control and, although unable to change their form of organization immediately because of commitments to sponsoring bodies, are nevertheless developing "daughter" institutions in other areas, often on new housing estates, and giving more and more control to members councils.

The trend is definitely toward more and better community centres. How do these modern centres differ? Many former agencies had boards or committees as sponsoring groups. These were not necessarily made up of people from the immediate area. They operated for the people. The newer plan is self organization—the members of the governing councils coming from the membership.

Two important principles are thus asserted. Citizens should operate their own organizations and people learn democratic process by practise. In this scheme, leaders are important. In most instances the council is served by a paid executive secretary who in Britain is usually called a warden.

In Great Britain the community centre is the *building*, the *organization* is called the Community Centre Association. The Association is made up of any number of participating groups, each with a

Miss Vail has been Executive Director of Iwerley Community Centre, Montreal, since 1936, and Director of Camp Chapleau, operated by the Old Brewery Mission, since 1928. She is a graduate of the Provincial Normal School of New Brunswick and of the McGill School of Social Work and went abroad to study recreation and youth work at the invitation of the National Council of Social Service, London.

representative on the council. If the local authority contributes financial help, two seats are held on the council. This type of organization operates very successfully in many places but needs most competent leadership. The element of danger is in the balancing of one group against another. Often there is friction between groups because some demand more than others. A powerful group may overshadow others. Occasionally discord develops. In a few places, it seemed to me, too much time had to be spent on raising money for operation, thus missing the real opportunity for worthwhile activities. The warden of such a centre sometimes appears as a rental clerk, busy assigning rooms, operating a canteen, selling cigarettes and has little time for his important role as a leader.

There is a second type of organization where *individuals* join the centre and groups grow out of the membership. New groups seeking admission must all join as *individuals* thus giving loyalty to the centre itself. This is not a new form of organization as it is typical of settlements, Y.M.C.A. etc. There seems more unity and more loyalty to the larger ideal in this plan. Community centres are bound to develop in any area according to the needs and desires of the people. That is what makes the centre a democratic growth. There can be no set pattern. The community centres in Britain are designed mostly for adults over 18 though often there is a youth centre

attached but using separate accommodation.

In Canada, Holland and other countries the centres are developing for the whole family with programs suitable to all ages. Peckham in London is a famous example. Family centres need much larger and more spacious quarters and are more costly. Some outside financing is essential. Much larger staffs are required. It is an ideal toward which many centres will work.

During the seven months, from October, 1948, to June, 1949, I had the great privilege of visiting nearly 100 centres in England, Scotland, Wales, France and Holland. They were of all types and each had a different history of development. When I first began my visits, it was very difficult to in any way appraise the work. By what criteria could one measure? The familiar and much over-emphasized yardstick of building and program seemed practical so I inspected buildings—all kinds—large, small, village halls, huts, etc. Beautiful premises, well equipped, and other buildings drab and uncomfortable. Programs were examined and sometimes I returned to the same centre several times to understand its work more clearly.

Soon I felt this technique was wrong. Buildings and programs could tell me little. Atmosphere and how the members think and feel about their centre might help in my study. Instead of attending activities, there were innumerable conversations with all kinds of members. "What" I asked "do you

feel about your centre?" They did not talk to me of programs or buildings, except occasionally to wish their buildings larger so more people could come. Activities were not discussed by name but people told of learning things to help them in their homes, the fun they had, the different people they had come to know, the plans they had carried out together, how much happier they were since joining. Women said they were better wives and mothers, men had acquired hobbies. Here were to be found the measuring rods of the values inherent in this kind of program.

Next I wanted to learn what factor was most important in achieving the kind of atmosphere in which these results took place. Invariably it centred in certain key people, most often the warden or director or council officers. They were real leaders, liked and respected and had loyal followers.

In pressing the issue one discovered these leaders were a particular kind of individual. True, they differed greatly in age, looks, educational background, experience and training but they held certain attributes in common. They were capable of helping to create the kind of atmosphere in which individuals develop. They liked people, had faith in them; saw their real possibilities. They were not dictators but drew out latent talents for leadership. Every member was used to the limit of his capacity to give, and by giving became caught up in the larger issues.

These leaders had a sensitivity

to people's needs and created a spirit of friendly, helpful, cooperative and creative living. This ability is far more important than administering buildings, planning programs and developing activities. These things will grow by themselves if the spirit of the organization is sound.

What happens to people who move in this atmosphere? A few illustrations may help to throw light on the subject.

A club leader told me with great feeling of a club of blind people she was leading and how happy and at home they were in a certain centre. "The warden," she said, "is so kind. She and the members make the room so beautiful with flowers. Of course, my people cannot see but I describe the room and they appreciate it. They know they are loved and wanted here."

At a women's meeting where I spoke, an 82-year-old member made a presentation of three hand-made gifts. Her eyes shone. She was happy because the members were telling of her great ability in crafts.

A group of three eighteen year-old boys discussed problems with me one evening. Their problems? Oh, no. These members were not self-centred. They had learned to think of their neighbours. What they could do to help some younger lads who were creating trouble was what was on their minds.

In another centre, I sat through a meeting of the council while they discussed a most difficult subject. The local authority had made a pronouncement. No Communist or

Fascist organization could hold meetings on any of their premises. The council wanted to petition the authority to withdraw this ruling. It was a discussion pregnant with explosive possibilities. There were two Communists present but at no time was anyone allowed to speak on party lines. A matter of principle only was involved and, as a democratic group, they were determined to see all factors in the community receive recognition. The high level of the discussion gave me tremendous satisfaction. Here I saw the finest type of democracy at work. They succeeded in passing a resolution which demanded freedom of assembly to all, without once lapsing into controversy or discord.

Equally exciting was a project I saw in another city where six churches of various denominations had surmounted their religious differences and were operating a most successful centre.

In still another centre, I found one of Britain's leading chess players teaching boys to play chess. He was able to get about by means of crutches. The boys were learning much more than chess from a man of his sterling character.

Not the least important service rendered by a good centre is the opportunity given young men and women to meet, do their courting and marry within the circle of their friends. I met them, happy, confident and sharing their joy with their companions.

One could go on and on with similar illustrations but this must suffice to show what happens when the right atmosphere is developed.

Everywhere today people are searching for better methods of relating themselves to others. Material security, better educational opportunities, recreation, drama, crafts—all these have their place but, let us make no mistake, they are simply the techniques by which more important things are achieved.

It is the spiritual emphasis in its true meaning that we need. Never will the spirit of brotherhood come by discussion alone, only by its practise. Of course, we must have suitable community centre buildings and develop programs, but *what happens to people* is most important. Training curricula for prospective leaders must embrace health psychology, law, sociology, psychology, mental hygiene, resources, techniques and methods, etc., but the supreme function of leaders is to create a permissive atmosphere which helps people to develop, to relate themselves to others happily and helpfully and co-operate for the good of all.

If this kind of atmosphere can be developed in communities all over the world, from them will come citizens who can cross national borders, bridging chasms of national, racial and religious prejudice.

If you expect to help establish a community centre, make the building adequate and functional, set it in plenty of space so all kinds of activities can be encouraged, but remember that leadership, whether professional or lay, paid or volunteer, will determine the result.

Second Ontario Conference on Social Welfare

THE King Edward Hotel, Toronto, was host to over four hundred citizens who attended the Second Ontario Conference on Social Welfare for the three day period September 22-24 inclusive, which was sponsored by the Community Welfare Council of Ontario. The theme was: Man at home—man at play—man at work.

The Conference was a direct attempt to bring together and concentrate the thinking, from every conceivable angle, on the welfare problems of today. Its importance was shown by the wide cross-sectional representation of delegates. The Conference attracted citizens at large; professional social workers; industrial and labour representatives; public welfare administrators; and health and recreation delegates. For three days the delegates pooled their experience—thinking, and swapped ideas on their respective welfare problems. Many areas of cooperation were uncovered. As the direct outcome of the Conference many pressing needs were indicated to the Community Welfare Council of Ontario, which will now be able to focus their thinking and planning on how they may become more effective in helping citizens and communities with their welfare problems. In addition the Conference provided an opportunity for the various

study committees, of the Council, to report their findings. These committees which presented some interesting facts have been studying for some time such things as Delinquency Control; Rehabilitation of the Handicapped; and other areas of concern.

Subjects discussed included: "The Home and the Community"; "Family Life and Community Recreation"; "Modern Family Life"; "Family Life and our Educational System"; "Canada's First Public Housing—Regent Park"; "Homes for Old People"; "The Handicapped in our Midst"; "Recreation and the Community's Needs"; "Role of the Voluntary Recreation Agency"; "Family and Neighborhood Recreation"; "Role of Public Recreation"; "The Adult Offender and Probation"; "Old People at Play"; "Labour Looks at Welfare"; "Work for Old People"; "The Practical Side of the Old Age Problem in Industry"; "Industry's Social Responsibility to the Community"; "Family Security".

Outstanding among the many speakers who sparked the discussions with provocative thoughts were:

W. A. Goodfellow, Ontario Minister of Public Welfare; Professor G. Gordon Brown, Department of Anthropology, University of Toronto; Dr. Aldwyn B. Stokes, Director of Toronto Psychiatric Hospital; Mrs. H. L. Luffman, Member, Toronto Housing

Authority; Mr. M. MacKinnon, Ottawa Recreation Commission; Dr. Stuart Jaffary, School of Social Work, University of Toronto; Mr. William M. Anderson, General Manager, North American Life Assurance Company, Vice-President, Canadian Welfare Council; Mr. R. Kennedy, A. F. of L. Staff Representative of the Community Chests and Councils of America; Mr. P. C. Wolz, Assistant Superintendent of Industrial Relations, Eastman Kodak Co.; Mr. Wm. S. Gibson, President of the National Cellulose of Canada Ltd.

Discussants and discussion leaders included:

Professor Chas. E. Hendry, School of Social Work, University of Toronto; Rev. John A. Macdonald, Executive Director, Catholic Family Service of Ottawa; Mr. J. R. Seeley, Clinical Teacher, Dept. of Psychiatry, University of Toronto; Mrs. Harry L. Batstone, Past President, Y.W. C.A., Kingston, Ontario; Professor Alan F. Klein, School of Social Work, University of Toronto; Mr. John K. Tett, Acting Director and Recreation Adviser, Community Programmes, Ontario Dept. of Education; Mr. Arthur G. Shultz, Secretary-Treasurer, United Automobile Work-

ers, (Local 222); Professor J. H. Morgan, School of Social Work, University of Toronto.

Other features of the Conference were panel discussions and meetings for Public Welfare Administrators; Ontario Division of the Community Planning Association of Canada; Family and Juvenile Court Personnel; Ontario Branch of the Canadian Association of Social Workers.

The Community Welfare Council of Ontario is the only organization in Ontario able to call together such a wide representation of interests to a conference. It is an organization governed by a charter from the provincial government. It is composed of individual citizens, and federated groups representative of religious education, and public and private welfare services who are interested in the well-being of their community.

BURSARIES IN B.C.

The Social Welfare Branch in British Columbia announces the establishment of a bursary scheme which seeks to strengthen the staff and in turn the quality of service which it renders. Under the scheme, assistance in obtaining greater professional competence will be given to supervisors and in-service trainees who have demonstrated ability and potentiality for growth.

Supervisors who have been employed in the department for at least six years may be given leave of absence with pay to allow them to attend courses, generally of an intensive nature, at any professional school. Grade 1 social workers who have been on the staff for three years may receive cash grants of a maximum of \$1,200 for married, and \$600 for single persons, to assist them to attend the School at U.B.C. \$2,400 has been allocated for such grants, which will be given only after other bursary possibilities have been explored. Persons receiving grants undertake to return to the Department for at least two years.

The decision in regard to applications is made by the Deputy Minister, on the advice of a departmental Bursary Committee. Two supervisors have already been granted leave-with-pay under the scheme and one worker will attend U.B.C. this year.

The minister, the Hon. George Pearson, and the officers of the department are to be congratulated upon this far-sighted program.

A C R O S S C A N A D A



Parliament Hill

Looking over the Speech from the Throne with a view to estimating its impact on Canada's welfare services, past, present and to come, there seems to be little that is new or unexpected. Reference was made to housing, old age pension agreements with Newfoundland, and continued implementation of the national health program. There was also notification that the Parliament of the United Kingdom would be asked to vest in the Parliament of Canada "the right to amend the constitution of Canada in relation to matters not coming within the jurisdiction of the legislatures of the provinces nor affecting the constitutional rights and privileges of the provinces or existing rights and privileges with respect to education or the use of the English and French languages." Related to this was a plan for consultation with the provinces on appropriate procedures for making within Canada such other amendments as may be necessary.

Welfare agreements with Canada's tenth province are an obvious piece of business at this session. The continued building up of the national health program will meet with general approval, as it forms an essential stepping stone for any form of national health insurance which may ultimately be instituted in Canada. The need for a developing housing policy on the part of the federal government has been a matter of great concern for a number of years. Whether the government will be able to carry out its plan for enabling Parliament to amend the Constitution in matters not affecting provincial jurisdiction, and will be successful

in its consultations with the provinces on appropriate procedures for making within Canada such other constitutional amendments as may be required is still unknown. However, it is obvious that if dominion-provincial agreement were reached on these questions, the way would be opened for more federal action in the health and welfare field, than is at present possible.

Government policy in the field of housing has already been made clear. It is prepared to share 75-25 with the provincial governments in providing subsidized low-rental housing. It is also prepared to provide new and additional loans so that the down payment on a house will be cut in half. New arrangements for cooperative building of houses and apartments are envisaged. The federal government is also willing to share 75-25 with the provincial governments in financing the provision of serviced lands for private builders to use for new housing projects, and at the same rate in the financing of the building of moderate priced homes for sale to home owners. Cooperation between the three levels of government and the building industry will be needed to make all this effective.

These new provisions will undoubtedly be helpful, although their full effect will not be felt for some time. However, there will still be families who cannot raise even the reduced down payment required of the home owner, and there will be a great many for whom rented accommodation at a rent of not more than one-fifth of their income must be provided. We put a good deal of emphasis on home ownership in Canada, and many people would like to own their home. For

many others this is impractical, and with building costs at their present level, some machinery needs to be found which will enable a very large large group of Canadians to rent adequate accommodation at a price they can pay.

The full effects of devaluation will not be seen for some time, and it would take a wise man to say what it will mean. Costs of some things appear likely to go up, some English imports have come down in price, and it is far too soon to say whether it will mean a boost or a buffet to the pocket book of the man in the street.

Members of all political parties have already been on their feet about matters such as social security, contributory old age pensions, pensions for civilian handicapped, health insurance, housing and old age. This should make for some interesting debates as time goes on.

For the sixth time Donald Fleming of Toronto proposed a resolution calling for the setting up of a House of Commons Committee on Health, Welfare, Social Security and Housing. Like all standing committees of the House of Commons this Committee would represent all parties, and would provide a useful method whereby members could study social welfare matters, as presented both by the government and by other authorities on welfare subjects. With the Federal Government spending over five hundred million dollars a year on health and welfare, Mr. Fleming would appear to have a point. It was debated on October 12 and defeated by the Government although supported by members of other parties.

Trade Union Membership Membership in trade unions in Canada has increased more than two and one-half times in the last ten

years, according to the Dominion Department of Labour. In 1939 union membership stood at 359,000 while by the end of 1948 it had increased to 978,000. Almost one-fifth of Canadian union members are classified as working in the "metals industry", followed by 14.7 per cent in steam railway transportation and 11.9 per cent in "services". The largest numerical gain during 1948 was shown by unions in the construction industry, which added almost 20,000 new members. At December 31, 1948, there were 5,114 local union branches in existence in Canada. The Trades and Labour Congress of Canada has 2,779 of these locals affiliated with it with a combined membership of 439,029. Unions affiliated with the Canadian Congress of Labour report a total of 1,187 branches with a membership of 338,637. The unions making up the Canadian and Catholic Confederation of Labour report 428 branches with a membership of 93,370, while the four independent Railway Brotherhoods have 41,126 members in Canada, in 376 local branches.

Immigration Totals During the first six months of this year 53,508 people came to Canada. Of these 13,375 were British, 36,659 came from other countries and 3,474 were from the United States. By provinces, the distribution is as follows: Ontario, 27,732; Quebec 9,603; Alberta 5,036; B.C. 4,238; Manitoba 3,299; Saskatchewan 2,068; Nova Scotia 890; New Brunswick 430; P.E.I. 129; Newfoundland 50; North West Territories and Yukon 33.

Grants to Schools of Social Work Federal grants of \$50,000 to Canadian Schools of Social Work were recently announced by the Department of National Health and Welfare. Each of the seven schools operating last year will receive a flat \$1,000, and the rest of the money will be

divided on the basis of the 1948-49 enrolment. Grants to each school are: Maritime School of Social Work, Halifax \$2,400; Laval University, Quebec, \$5,280; University of Montreal, \$6,240; McGill University, Montreal \$6,940; University of Toronto, \$13,150; University of Manitoba, Winnipeg, \$3,890; University of British Columbia, Vancouver, \$12,100. This is the third consecutive year that a \$50,000 Grant has been made to social work schools, since the \$100,000 grant for scholarships and additional teachers in the 1946-47 academic year. The Department said that "because of the extra demands caused by development of both public and private social welfare services, schools have not been able to meet the demand for trained social workers."

Pension and Welfare Plans

A survey of pension welfare plans undertaken by the Dominion Bureau of Statistics, the Department of National Health and Welfare and the Department of Labour jointly in October and November 1947, found that 630,000 workers were covered by pension plans, most of them (over 70% introduced since 1938) and financed jointly by employers and employees. 243,728 employees were under plans administered by the employer, 71,428 under plans administered by a commercial company, 50,490 under plans administered by the Government Annuities Branch and 42,007 under plans administered by the employer and employees jointly. Group life insurance plans covered 620,000, hospital care services 450,000, cash benefits for medical and hospital services 300,000 and medical care services 230,000.

Crippled Children

A committee of the Winnipeg Council of Social Agencies made up of representatives of organizations presently interested in services to Crippled Children in Manitoba, is investigating the possi-

bilities of organizing a provincial Crippled Children's Association.

Winnipeg's Blind

A new residence for the blind was opened recently in Winnipeg. It was financed by the Lion's Club, and will be able to provide accommodation for some thirty odd permanent guests, as well as a few transients. It was erected at a cost of \$250,000 and is a fine example of the efforts being made in various parts of Canada to assure better living conditions for the blind.

B.C.'s Health Plan

An increase in next year's rates for British Columbia's compulsory hospital payment plan has been announced. Single persons will pay \$21 a year instead of \$15, and married groups and single people with dependents will pay \$33 a year, instead of the \$24 and \$30 which were paid last year by married couples and those with dependents. The principle on which the increases have been ordered is that the cost of the scheme should be borne by the premiums plus some \$2,000,000 of provincial and municipal grants. At the old rates the cost could not be met on this basis.

Cost of Living

The cost of living index advanced from 162.1 to 162.8 between July 2 and August 1, 1949. As during the preceding month, the increase was mainly attributable to higher prices for foods. The index for this series rose 2.0 points to 209.2. The fuel and light index, and the miscellaneous index rose slightly, but clothing and home furnishings declined slightly. Regional indices show that the most expensive places in Canada are, in the order named, Montreal, Vancouver and Saskatoon.

Population Figures

As of June 1, 1949, Canada's population reached 13,545,000 an increase of 662,000 over a year earlier. The exceptional rise is the combined

result of the entry of Newfoundland into Confederation, and the continued high rate of natural increase and immigration. Newfoundland's population added 348,000 to the total, while the net gain of the other nine provinces from natural increase and immigration less emigration amounted to 314,000, the largest for a year on record. The estimated number of families in Canada in June 1948 was 3,088,000, an increase of 46,000 over June 1947, and 662,701 or 22.3 per cent more than at the 1941

census. The average size of family in 1948 was 3.8 persons.

Mental Health Services to Adolescents Federal government health grants will be used by the Toronto Municipal Division of Mental Hygiene to extend the services which it has been giving to elementary school children since its establishment in 1923, to the 30,000 adolescents in its secondary schools. An additional part time psychiatrist, and two full-time psychologists will be added to the staff for this work.

ABOUT



PEOPLE

HARRIET SELBY was married to Dr. O. Van Luven on October 8 at St. George's Cathedral, Kingston. She is continuing her work with DVA.

ERNEST LEE, director of physical education and recreation for the Province of British Columbia since 1946, has been appointed national director of Physical Fitness in the Department of National Health and Welfare and Chairman of the National Council of Physical Fitness. Mr. Lee has had extensive experience in recreation and physical education. From 1938 to 1946 he was instructor in health, physical education and psychology at the Provincial Normal School.

W. HOOSON succeeds Rae Kirkendale as case supervisor of the Victoria, B.C. City Welfare Department. Mr. Hooson was formerly with the B.C. Provincial staff. Miss Kirkendale resigned to be married.

ANNA FAUST has resigned from the Montreal juvenile court.

MARGARET DOOLAN has been appointed supervisor of Welfare Services at the Halifax District office of the

Department of Public Welfare replacing Phyllis MacDougall who has been transferred to

the Provincial office where she will act as supervisor in the child welfare division. Miss Doolan has been with the Catholic Children's Aid Society of Toronto for the past two years.

BARBARA H. WHITE of Fredericton has been appointed to the staff of the Victoria General Hospital, Halifax, as a medical social worker.

KATHLEEN GORRIE has been appointed Head Resident of Toronto's University Settlement. For the past six years Miss Gorrie has directed the development of Vancouver's Gordon House, in which the services for the aged have been particularly successful. Prior to her work at Gordon House she was Director of the Dale Community Centre at Hamilton going to that position from the executive secretaryship of the Toronto Council of Social Agencies.

ANN DU MOULIN, Director of the Senior House, Gordon House, Vancouver, has been appointed to the teaching staff of the Manitoba School of Social Work. Miss Du Moulin holds

a M.S.W. from the B.C. School of Social Work and secured her group work experience at the Alexandra Neighborhood House at Vancouver, and then at Gordon House.

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